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2 December 1954

MEMORANDUM FOR: Mr. Frank G. Wisner

In accordance with your request of 29 November 1954 the following outlines my general conception of the manner in which administrative support to the Clandestine Services would be rendered if, as we discussed, the DD/A should be charged with the responsibilities now assumed by the COA/DDP and the Administrative Staff/DDP eliminated or changed to a liaison function.

First, I would like to record very briefly my analysis of the present situation. At the time that I came to the Office of the Deputy Director (Administration) on 1 January 1952 I had no strong feelings as to whether there should be centralized administration or a decentralized system which would provide a separate support organization for the Clandestine Services. There is merit in the argument that the Clandestine Services should contain their own administrative support system because of the security factors which affect clandestine operations. However, I am sure that it would require more people and cost more money to have two systems than it does to have one, and during these past two years I know of no significant security flap which can be attributed to our central administrative support concept and system. Hence, it is my belief that we can have a centralized system with due regard for security and that since it is more economical we should have such a system.

However, I do not believe that we now have a strong centralized system. Our difficulty lies in applying the centralized support concept to the Clandestine Services because the size, dispersion, and the unorthodox nature of clandestine activities necessitate extreme flexibility, responsiveness, and security in administrative support and control. This, in turn, requires that a limited number of responsible administrative personnel be knowledgeable and close to substantive operations. This is now accomplished with an administrative organization under the supervision and direction of the COA/DDP. The remainder of the administrative organization of CIA is divided into functional components under the DD/A but primarily in support of the Clandestine Services. The DD/A is, in theory, also responsible for that considerable area of administrative support supervised and directed by the COA/DDP. However, the DD/P has been delegated responsibility and authority for all Clandestine operations and the COA/DDP is responsible to him to arrange for and direct administrative support. The COA/DDP is, of course, dependent in large measure upon the central administrative offices for support, but unless authorities specifically delegated to the DD/A or his Office Heads are involved it is discretionary with the COA/DDP as to whether such offices are utilized.

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As far as administration is concerned I firmly believe that the Agency's 15 July 1952 memorandum [redacted] was a major step in the right direction and I think that great progress has been made since then. Certainly we are rendering far better support now than we were then and our responsibilities to the Director are far better fulfilled. I am sure that whatever mistakes we are making today are not as serious as those made at that time. However, the administrative support responsibility is diffused, neither centralized nor decentralized, and, in fact, leaves the Director holding the DD/P, as well as the DD/A, responsible for administrative support without a clear delineation of responsibility. Under this system we do not have a DD/A who is responsible for administrative support as the DD/P is for operations and the DD/I for intelligence. The fact that the DD/A is excluded from participation in or even knowledge of many sensitive projects prevents him from fulfilling any responsibility which he may have to the Director for the full use of his coordinated administrative machinery.

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If as the Director has suggested he desires to make it practicable for the DD/A to discharge his theoretical responsibilities I am confident that it can be done without jeopardizing in any way the security of administrative support of the Clandestine Services. In order to do this I would suggest that the Office of the CCA/DDP be merged with the Office of the DD/A and that the DD/A be charged with the present responsibilities of the CCA/DDP. If this should be done immediately I would not propose that the CCA/DDP or any of his personnel move out of their chairs at this time; rather, they should continue to render exactly the same service to the DD/P that they are now rendering. Their authority, however, would be derived from the DD/A and they would be responsible to him to insure that DD/P operations were properly supported. The organizational placement, authorities, and responsibilities of DD/P division and principal staff administrative components would remain unchanged. I would propose, however, to proceed immediately to examine in detail with you the functions and procedures of the Offices of the DD/A and the CCA/DDP as the two are now constituted so as to effect an orderly transition and insure that all new procedures were consistent with good security. Most procedures and details would have to await this examination but there are certain changes which I believe can be foreseen now.

I would expect a senior member of the DD/A staff, probably the ADD/A, to participate directly with the DD/P senior staff and area divisions in much the same way that the CCA/DDP now participates, and until the transition and procedures were well worked out I would expect to participate personally as much as the over-all demands on my time would allow. However, if you felt it desirable to have a small staff responsible to you to conduct liaison with the reconstituted DD/A Office, this would certainly be understandable and welcomed.

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